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Second country cooperation framework for Colombia (2002-2006)*

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* This document is being submitted late because of the need to compile and analyse current data in order to ensure that the information submitted to the Governing Council was up to date.

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Introduction

1. The second country cooperation framework for Colombia was developed jointly with the Government and has taken into account the main conclusions contained in the joint evaluation of the first country cooperation framework (1997-2001). Political groups and civil society representatives also contributed through the Advisory Group which supported the process. Elaboration of the United Nations Development Assistance Framework (UNDAF) has also begun in consultation with the Government.

2. The second country cooperation framework for Colombia reflects the commitment of UNDP to continue to contribute to the efforts of the Government and society of Colombia to restore peace through dialogue, reconciliation, democratic governance and combating poverty and exclusion, while recognizing the country's multi-ethnic and regional realities.

I. Development situation from a sustainable human development perspective

3. The intensification of the internal armed conflict in Colombia and the consequences of that conflict make peace the country's first priority. The conflict and violence have had a direct impact on the human development of Colombians. The worsening social and economic situation since 1996 has made the picture even bleaker. As a result of this crisis and given the efforts made in the last few years to achieve peace, it is imperative for the country to return to the path of peace and to implement the reforms needed to achieve that goal.

4. Guerrilla groups and illegal self-defence groups are the protagonists of the armed conflict in Colombia. In 2000 alone, the number of homicides increased by 8.7 per cent and each year more than 180,000 persons are forced into internal displacement by the hostilities. The indices of income inequality are among the highest in the world. The situation of rural poverty is even more critical, with some 79 per cent of rural dwellers living in poverty.

5. According to the *Human Development Report 2002* and the World Bank, more than 64 per cent of Colombia's population live in poverty and 23 per cent in extreme poverty. One out of every five Colombians is unemployed. The low productivity of the countryside has been compounded since 1993 by the increase in illicit crops, the proceeds of which serve to fuel the conflict.

6. The economy as a whole has suffered from the effects of a long period of sluggish growth, a severe crisis in the coffee-producing sector and a decline in the level of public investment. Meanwhile, private external debt has risen since 1995 to the point where it now accounts for 7 per cent of nominal GDP and the necessary economic and fiscal reforms have not yet been undertaken.

7. With regard to the environment, efforts have been made to mainstream environmental policy into sectoral policies as a means of contributing to sustainable development for the most disadvantaged sectors. National public expenditure in this sector has steadily declined in recent years. Partnerships with the private sector, non-governmental organizations and the community must be strengthened in order to achieve greater synergy. The institutions of the national environmental system, which benefit from substantial support from international cooperation, must also be strengthened and reinforced.

8. Threats to the country's democratic institutions are an obstacle to governance and require more effective governmental coordination and improved management capacity. The efficiency of the justice system must also be improved with a view to combating impunity.

9. The fear, mistrust and insecurity generated by the armed conflict have led some Colombians to emigrate. See the Internet site of the *National Human Development Report* at http://rndh.pnud.org.co and the common evaluation for Colombia at http://www.dgo.org.

II. Results and lessons of past cooperation

10. United Nations assistance in the peace process has highlighted the important role that the international community can play in this area. The evaluation of the first country cooperation framework, which was carried out in consultation with the Government, underscored the neutrality and transparency of UNDP as well as its credibility and usefulness in creating opportunities for

dialogue and discussion and providing services for development. UNDP also facilitates the continuity of Government programmes at all levels.

11. The activities of UNDP during the above-mentioned period include:

(a) Support for projects promoting reconciliation and peaceful coexistence in four of the country's regions, which are seeking to address the causes of the violent conflict through civic initiatives and actions by national and local public bodies, with community participation and emphasis on the role of women;

(b) Support for administration of justice projects and access to legal resources to help restore democratic norms and the credibility of the judicial system and public institutions, as well as the respect and confidence of the public.

12. In evaluating the programme executed, the need was stressed for improvements in a number of areas:

(a) In order to avoid excessive fragmentation of cooperation activities, it is necessary to expand and define the thematic areas of work and identify the geographic zones in which UNDP should concentrate its activities;

(b) Cooperation should be intensified between UNDP and governmental and non-governmental bodies;

(c) The technical contribution to the formulation, implementation, follow-up and evaluation of projects should be improved and expanded;

(d) Priority should be given to institutional strengthening in all projects funded from the national budget; and

(e) The role of UNDP as coordinator of the United Nations agencies operating in Colombia must be strengthened and support provided to the Government for the coordination of international cooperation. The resident coordinator system must be strengthened, since the work of the thematic groups has been uneven and the groups therefore need to be restructured.

III. Proposed strategy, thematic areas and expected results

13. The main objective of the second cooperation framework is to help create an environment conducive to peace and reconciliation.

14. The UNDP office will pursue two specific objectives: reducing human poverty and promoting democratic governance and the rule of law. It will also pursue a third complementary objective, which is to reduce the incidence of complex emergencies and promote strategic initiatives to reduce the violence now plaguing the country. The achievement of these objectives will contribute to the fulfilment of the Millennium development goals. See http://www.undp.org.mdg.

A. Poverty reduction

15. Poverty reduction policies and strategies will be elaborated and implemented and the goal of universality and gender equality in access to basic services pursued, with special attention being paid to the poor, vulnerable groups and rural households.

16. UNDP will adopt a territorial approach to the cooperation it provides, with a view to strengthening public and private development actors at the regional and local levels in their efforts to achieve genuine poverty reduction and effectively promote democratic governance.

17. Specific strategies will also be developed to combat unemployment and productivity problems throughout the country. To this end, close coordination with the private sector and civil society will be necessary.

B. Governance

18. Support will be provided to enhance public sector efficiency and accountability. Decentralization and citizen participation in decision-making at the subnational level will be encouraged.

19. Particular emphasis will be placed on strengthening the rule of law and improving the coordination of public policies between the various levels of government. Use of information technology

and greater access to these technological resources will be promoted.

C. Reduction in complex emergencies

20. Capacity-building in national institutions and civil society organizations must be supported in order to achieve greater human security and better protection for life and personal integrity. The judicial system must also be strengthened, particularly with regard to guaranteeing respect for human rights.

21. Support will also be provided to mechanisms for promoting peaceful coexistence, reconciliation, conflict-prevention and peace-building.

22. Natural disaster prevention will be strengthened by improving the national system of disaster relief and prevention. Land-use planning and increased opportunities for action by citizens will be important elements of this strategy.

D. Strategic partnerships

23. The establishment of a solid network of development actors is essential to achieving the expected results. This network should include in particular territorial entities and certain key ministries, private sector and business entities and community organizations that are most representative of the society. This approach will add to the legitimacy of the results and achievements. Also, collaboration with other development actors at both the national and regional levels strengthens the capacity to respond to the numerous demands arising from the complex and difficult situation existing in the country.

24. In order to achieve the Millennium development goals, the UNDP office will seek partnerships with:

(a) Counterpart Government offices at the national, departmental and municipal levels;

(b) Representative civil society organizations and trade associations with a capacity for social mobilization;

(c) Private sector foundations and enterprises for the formulation of policies and institutional practices;

(d) Multilateral cooperation agencies, including the World Bank, the Inter-American Development Bank and the Andean Development Corporation, particularly for programmes to reduce human poverty;

(e) Bilateral cooperation agencies present in Colombia;

(f) Other United Nations funds and programmes and the Secretary-General's Special Adviser on Colombia.

25. The overall objective of the partnerships will continue to be the achievement of a firm and lasting peace in Colombia. To this end, the UNDP office should develop effective coordination mechanisms. At the same time, it will continue to provide support to the Government for the elaboration of projects and their efficient and transparent implementation.

IV. Management arrangements

26. The UNDP office will review its internal organization with a view to restructuring and strengthening its thematic areas of work. It will work to improve its efficiency and the quality of the services it provides to counterpart organizations, by strengthening its capacity in the field. Three types of services will be offered: (a) advisory services; (b) development projects; and (c) collaboration with other United Nations organizations and with the resident coordinator system.

27. Advisory services of a high quality and based on the most up-to-date policies will be provided by national and international experts, with two important and specific objectives: reducing human poverty and strengthening democratic governance and the rule of law. These services will also contribute to the elaboration and dissemination of the *National Human Development Report* and provide better support for projects and for national capacity-building to implement programmes and projects, by offering more opportunities for training and improvements in the implementation and design of exit strategies.

28. The UNDP office will provide seed capital to projects and counterpart offices with the aim of attracting additional technical and financial resources. This process will be further strengthened by decentralizing cooperation with regions and sectors. Use will also be made of the institutional resources and international experience of UNDP by promoting the

establishment of networks and the use of UNDP thematic experts.

29. The office will also improve and expand its services for development with a view to providing prompt, objective and effective responses that are both flexible and creative. The design, follow-up and evaluation of projects will be based on results. The national capacity for project implementation will also be strengthened and a number of strategic partnerships will be promoted for the joint implementation and financing of projects. Greater access to advanced information technologies as important tools for human development will also be actively sought.

30. Services to other United Nations organizations and the resident coordinator system will be geared towards facilitating coordination by promoting the reforms proposed by the Secretary-General. The office will continue to support the work of the Secretary-General's Special Adviser on Colombia.

31. In the area of monitoring and evaluation, the office will employ results-based planning and monitoring systems and will conduct periodic evaluations of programmes and projects. See: http://stone.undp.org/undpweb/rbmsgat/main.cfm.

32. Ten months from its date of launching, a meeting will be held with national authorities for the follow-up to the present framework.

Annex

Resource mobilization target table for Colombia (2002-2006)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP regular resources		
Estimated carry-over	**2 225**	**TRAC 1.1.1 and 1.1.2 carry-over 1997-2001.**
TRAC 1.1.1	**1 057**	**Assigned immediately to country.**
TRAC 1.1.2	**0 to 66.7 per cent of TRAC 1.1.1**	**This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.**
TRAC 1.1.3	**4 000**	**Country in special circumstances**
Subtotal	**7 282[a]**	
Non-core funds*		
Government cost-sharing	**400 000**	
Third-party cost-sharing	**5 000**	
Development funds and other		
GEF	**10 000**	
Montreal Protocol	**500**	
Capacity 21	**500**	
Trust funds	**1 400**	
Subtotal	**417 400**	
Total	**424 682[a]**	

* Resources to be mobilized from various sources during the period 2002-2006.

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviation: GEF = Global Environment Facility.